[美] 詹姆斯·Q. 威尔逊（James Q. Wilson）著

政府机构的行为及其动因

美国官僚体制

Bureaucracy

What Government Agencies Do and Why They Do It

The first comprehensive, in-depth analysis of what the government agencies do and why they do it; The significant and classical guide to understanding how American bureaucracy works and how it might become more responsible and effective.

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詹姆斯 · Q. 威尔逊（James Q. Wilson，1931~2012）

美国学者、政治学家和公共管理的权威。他教职生涯的大部分是作为加州大学洛杉矶分校和哈佛大学的教授。他曾任美国政治科学协会主席，也是美国人文与科学院、美国哲学学会和人权基金会的成员。他曾撰写《道德感与道德判断》，参与编写著名教材《美国政府》。1982 年，他因在《大西洋》杂志的一篇文章中介绍“破窗理论”而获得举国关注。2001 年，美国政治科学协会授予他“终身成就奖”；2003 年，美国总统小布什授予他“总统自由勋章”。

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Bureaucracy：What Government Agencies Do and Why They Do It by James Q. Wilson

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1969[illegible]·[illegible][illegible]·[illegible]Richard Nathan[illegible]“[illegible]”[illegible]New Deal bureaucrats[illegible] [1]

[illegible]1945[illegible]——[illegible]——[illegible]J.[illegible]·[illegible]J. Donald Kingsley[illegible] [2]

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[illegible]Office of Strategic Services[illegible]OSS[illegible]

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[illegible]·T.[illegible]（Arthur T. Hadley）[illegible]——[illegible]——[illegible][22] [illegible]

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□□National Highway Traffic Safety Administration□NHTSA□□□□□□□□□□□□□□□□□□□□□□□

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[illegible]NASA[illegible]“[illegible]”[illegible]——[illegible]“[illegible]”[illegible]“[illegible]‘[illegible]’[illegible]‘[illegible]’[illegible]……[illegible]‘[illegible]’[illegible]‘[illegible]’[illegible]”[29]

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[illegible]1905[illegible]1916[illegible]“[illegible]”[illegible]·[illegible]20[illegible]50[illegible]90%[illegible][31][illegible][32][illegible]

[illegible][33][illegible]“[illegible]”[illegible]·[illegible]Alston Chase[illegible]“[illegible]”[illegible][34][illegible][35]1985[illegible]300[illegible]1600[illegible][36]

[illegible]·W.[illegible]Craig W. Allin[illegible][37][illegible]1988[illegible]

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[39] [illegible] [40]

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[illegible]National Environmental Policy Act[illegible]NEPA[illegible]EIS[illegible]——[illegible]1984[illegible]·[illegible]Serge Taylor[illegible] [41] [illegible]

[illegible]·[illegible]20[illegible]50[illegible]20[illegible]80[illegible] [42] [illegible]

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[illegible]——[illegible]——[illegible]·[illegible]Stanley Rothman[illegible]S.[illegible]·[illegible]S. Robert Lichter[illegible]200[illegible]1972[illegible]·[illegible]George McGovern[illegible]1976[illegible]·[illegible]Jimmy Carter[illegible] [43]

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[illegible]·[illegible]·[illegible]Bert Rockman[illegible]·[illegible]——[illegible]——[illegible]90%[illegible]25%[illegible] [45]

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[illegible]·[illegible]Office for Civil Rights[illegible]OCR[illegible][46][illegible]1965[illegible]“[illegible]”[illegible]“[illegible]”[illegible]

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[illegible]“[illegible]”[illegible]“[illegible]”[illegible][47]

[illegible]National Labor Relations Board[illegible]NLRB[illegible]1935[illegible][48][illegible]Office of Surface Mining Reclamation and Enforcement[illegible]OSM[illegible][49]

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[illegible]·[illegible]Kenneth Meier[illegible]·[illegible]Lloyd Nigro[illegible]5%[illegible][50][illegible]·[illegible]Bernard Mennis[illegible][51][illegible]·[illegible]Charles Goodsell[illegible]“[illegible]”[illegible]“[illegible]”[illegible][52]

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[illegible]·K.[illegible]Robert K. Merton[illegible]bureaucratic personality[illegible]“[illegible]”[illegible]goal displacement[illegible] [53]

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1963[illegible]W.[illegible]·[illegible]W. Lloyd Warner[illegible]13000[illegible]GS-14[illegible]257[illegible]“[illegible]”[illegible]Thematic Apperception Test[illegible]TAT[illegible]“[illegible]”[illegible] [54]

[illegible]·[illegible]Melvin Kohn[illegible]20[illegible]60[illegible]1971[illegible]“[illegible]”[illegible]——[illegible]3000[illegible]

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[illegible]20[illegible]70[illegible]

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B.Yandle□eds.□*Public Choice and Regulation□A View from Inside the Federal Trade Commission* □Stanford□Calif.□Hoover Institution Press□1987□□40□50.

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[illegible]·[illegible]Philip Selznick[illegible]“[illegible]”[illegible]co-optation[illegible]*TVA and the Grass Roots*[illegible][5][illegible]

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[19] I discuss these matters in chap.17.

[20] □□□□□"□□□□□□□□□□□"□□"□□□□□□"□"□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□"□□15□□□□□637□d□□1□□□□□□□□□□□□"□□□□□□"□□□□□□□□□□□□□□□□□□□□□□□□19.201a□□"□□□□□□□□□"□□52. 219. 2□□

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[27] 5 *U.S.Code* 552.

[28] 5 *U.S.Code* 552a.

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[32] Cf. Daniel A.Mazmanian and Jeanne Nienaber□*Can Organizations Change□* □Washington□D.C.□The Brookings Institution□1979□.

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[34] David Street□Robert Vinter□and Charles Perrow□*Organization for Treatment* □New York□Free Press□1966□.

[35] James Q.Wilson□*Varieties of Police Behavior* □Cambridge□Mass.□ Harvard University Press□1968□□70-71.

[36] Mark A.Emmert and Michael M.Crow□“Public□Private and Hybrid Organizations□” *Administration and Society* 20□1988□□227. This finding calls

into question the claim that there are no significant differences between public and private organizations in Barry Bozeman□*All Organizations Are Public* □San Francisco□Calif.□Jossey-Bass□1987□. Some findings similar to those of Emmert and Crow are in Hal G. Rainey□“Public Agencies and Private Firms□” *Administration and Society* 15□1983□□207-42.

[37] John T.Tierney□*The U.S.Postal Service* □Dover□Mass.□Auburn House□1988□□52-57.

[38] Quoted in Graham T.Allison□Jr.□“Public and Private Management□Are They Fundamentally Alike in All Unimportant Respects□” in Frederick S.Lane□ed.□*Current Issues in Public Administration* □2d ed. □New York□St. Martin’s Press□1982□□13-33. The academic literature on public-private differences is summarized in Hal G.Rainey□Robert W.Backoff□and Charles H.Levine□“Comparing Public and Private Organizations□” *Public Administration Review* 36 □1976□□233-44.

[39] John Kenneth Galbraith□*The New Industrial State* □2d ed.□New York□New American Library□1971□□chaps. 7□16-18. A more sophisticated version of the thesis that “all organizations are public” is Bozeman□*All Organizations Are Public.* Bozeman rightly calls attention to the many governmental and political constraints on firms without□I think□refuting the view that governmental agencies have some distinctive properties. Bozeman might prefer to say that the differences between firms and agencies are matters of degree□but in my view some degrees are so great as to constitute differences in kind.

[40] John Kenneth Galbraith□*The New Industrial State* □2d ed.□New York□New American Library□1971□□46.

[41] [illegible]“[illegible]——[illegible]”[illegible]15[illegible]“[illegible]”[illegible]20[illegible]70[illegible]

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1977[illegible]
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[illegible]1981[illegible]1[illegible]9[illegible]“[illegible]”[illegible]“[illegible]”[illegible][7][illegible]·[illegible]Joyce Green[illegible]

[illegible]1988[illegible]16[illegible]“B[illegible]”[illegible]B[illegible]

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[illegible]1988[illegible]6[illegible]100[illegible]“[illegible]”[illegible]1989[illegible]3.0[illegible]3.25[illegible]“[illegible]”[illegible] [11]

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19[illegible]·[illegible]Horace Mann[illegible][28] [illegible]“[illegible]”[illegible]1839[illegible]19[illegible]“[illegible]”[illegible][29] [illegible]

[illegible][30] [illegible]1957[illegible]20[illegible]50[illegible]60[illegible]20[illegible]60[illegible]“[illegible]”[illegible]“[illegible]”[illegible]“[illegible]——[illegible]——[illegible]”[illegible][31]

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20[illegible]80[illegible]

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[illegible]4[illegible]“[illegible]”[illegible]20[illegible][36]

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[illegible]-[illegible]“[illegible]……[illegible]”[39][illegible]“[illegible]”[illegible][40]

[illegible]20[illegible]50[illegible]——[illegible]

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[1] GS□“General Schedule”□□□□

[2] Quoted in Larry J.Wilson□“The Navy’s Experiment With Pay□Performance□and Appraisal□” *Defense Management Journal* □Third Quarter□1985□□30.

[3] Quoted in Larry J.Wilson□“The Navy’s Experiment With Pay□Performance□and Appraisal□” *Defense Management Journal* □Third Quarter□1985□□32.

[4] [illegible]10□□GS-9[illegible]

[5] The leading works are the meta-analyses by Hunter and Schmidt. See in particular J.E.Hunter and R.F.Hunter□“Validity and Utility of Alternate Predictors of Job Performance□” *Psychological Bulletin* 96□1984□□72-98□F.L.Schmidt and J.E.Hunter□“Development of a General Solution to the Problem of Validity Generalization□” *Journal of Applied Psychology* 62□1977□□529-40□J.E.Hunter□“Cognitive Ability□Cognitive Aptitudes□Job Knowledge□and Job Performance□” *Journal of Vocational Behavior* 29□1986□□340-62□J.E.Hunter□*Test Validation for 12□000 Jobs□* An *Application of Synthetic Validity and Validity Generalization to*

the General Aptitude Test Battery □report prepared for the U.S.Employment Service of the U.S.Department of Labor□1980□. The ability of cognitive tests to predict job performance is reviewed in a special issue of the *Journal of Vocational Behavior* □see especially the summary essay by Linda Gottfredson□“Societal Consequences of the g Factor in Employment□” *Journal of Vocational Behavior* 29□1986□□579-410.

[6] Angel G.Luevano et al. v.Alan Campbell et al.□Civil Action No. 79-0271□“Order Granting Final Approval to the Consent Decree□” United States District Court for the District of Columbia□1979□□p.6.Hereinafter cited as “Decree.”

[7] Decree□16.

[8] General Accounting Office□*Federal Workforce□A Framework for Studying Its Quality Over Time* □report GAO/PEMD-88-27□Washington□D.C.□GAO□August 1988□. See also Carolyn Ban and Patricia W.Ingraham□“Retaining Quality Federal Employees□Life After PACE□” *Public Administration Review* 48□1988□□708-18.

[9] U.S.Merit Systems Protection Board□*Federal Personnel Policies and Practices□Perspectives from the Workplace* □report to the President and the Congress□1987□p.17.

[10] Career Entry Group□U.S.Office of Personnel Management□“Hiring Professionals for Federal Careers□An Historical Perspective and a Plan to Meet Future Staffing Needs□” paper□February 1988□□10-11.

[11] Patricia A.Harris□*The Effectiveness of Grade Point Average and Level of Education in Predicting Performance in the Workplace□A Lay Summary of Findings* □report OPRD-88-1□Washington□D.C.□Office of Personnel Management□August 1988□.

[12] U.S.Civil Service Commission□Bureau of Policies and Standards□*Position Classification Standard for Electronics Engineering Series GS855* □February 1971□□15□20□25.

[13] General Accounting Office□*Testimony of the Comptroller General on the Impact of the Senior Executive Service* □Washington□D.C.□Government Printing Office□1983□□2.

[14] *Organizational Assessments of the Effects of Civil Service Reform* □Third Year Report for Fiscal Year 1982□submitted to the U.S.Office of Personnel Management by the Department of Organizational Behavior□Weatherhead

School for Management□Case Western Reserve University□Contract OPM-23-80□□170-74.

[15] *Organizational Assessments of the Effects of Civil Service Reform* □Third Year Report for Fiscal Year 1982□submitted to the U.S.Office of Personnel Management by the Institute for Social Research□University of Michigan □Contract OPM-22-80□□240-58.

[16] [illegible]□Equal Employment Opportunity Commission□[illegible]

[17] U.S.Merit Systems Protection Board□*A Study of Cases Decided by the U.S.Merit Systems Protection Board in Fiscal Year 1987* □a report to the president and Congress□n.d.

[18] U.S.Merit Systems Protection Board□*A Study of Cases Decided by the U.S.Merit Systems Protection Board in Fiscal Year 1987* □a report to the president and Congress□n.d.

[19] Data supplied by the Office of Personnel Management.

[20] Office of Personnel Management□"Proposed Demonstration Project□An Integrated Approach to Pay□Performance Appraisal□and Position Classification for More Effective Operation of Government Organizations□" *Federal Register* 45 □April 18□1980□□26504-44.

[21] [illegible]GS-9□GS-10□GS-11[illegible]GS-9[illegible]GS-11[illegible]

[22] Larry J.Wilson□"The Navy's Experiment With Pay□Performance□and Appraisal□" *Defense Management Journal* □Third Quarter□1985□.

[23] Brigitte W.Schay□"Effects of Performance-Contingent Pay on Employee Attitudes□" *Public Personnel Management* 17□1988□□244□248□Office of Personnel Management□OPM□□"A Summary Assessment of the Navy Demonstration Project□" Management Report 9□unpub.report of the Research and Demonstration Staff□Office of Personnel Management□February 1986□□41□OPM□"Turnover in the Navy Demonstration Laboratories□1980-1985□" Management Report 11□December 1988□□OPM□"Effects of Performance-Based

Pay on Employees in the Navy Demonstration Project□” Management Report 12 □December 1988□.

[24] Brigitte W.Schay□“Effects of Performance-Contingent Pay on Employee Attitudes□” *Public Personnel Management* 17□1988□□244□248□Office of Personnel Management□OPM□□“A Summary Assessment of the Navy Demonstration Project□” Management Report 9□unpub.report of the Research and Demonstration Staff□Office of Personnel Management□February 1986□□41-42.

[25] Office of Personnel Management□“Salary Costs and Performance-Based Pay Under the Navy Personnel Management Demonstration Project□1986 Update□” Management Report 10□unpub.report of the Research and Demonstration Staff□Personnel Systems and Oversight Group□□chap.1.

[26] Susan Kellam□“Remaking the Grade□” *Government Executive* □November-December 1987□□14.

[27] Quoted in Susan Kellam□“Remaking the Grade□” *Government Executive* □November-December 1987□□18.

[28] □□□□□□□□□□□□□□□□□□□·□□-□□□□Linda Darling-Hammond□□□□□·□□□Barnett Berry□□□□·□□□Arthur E.Wise□□□□□□·□□□□□Milbrey W.McLaughlin□□□□□·□□□□□Richard F.Elmore□□□□□·□□□□□Harriet T.Bernstein□□□□□□□□□□□□□□□□□□□□□

[29] Lawrence A.Cremin□*The Genius of American Education* □New York□ Vintage Books□1965□□104.

[30] □□□□□□□□□□□□□□□□□□□□□□□□□1910□□□□□□□□□□□□□□□□□□□□□□□□·W.□□□□□□□□·L.□□□Morris L.Cooke□□□“□□□□□□□□□□□□□□□□□□”□See Samuel Haber□*Efficient and Uplift* □Chicago□University of Chicago Press□1964□□65-66□Raymond E□Callahan□ *Education and the Cult of Efficiency* □Chicago□University of Chicago Press□ 1962□.

[31] Richard F. Elmore and Milbrey Wallin McLaughlin□*Steady Work□Policy□ Practice□and the Reform of American Education* □R-3574-NIE/RC□Santa Monica□ Calif.□Rand□1988□□34.

[32] Richard F. Elmore and Milbrey Wallin McLaughlin□*Steady Work□Policy□ Practice□and the Reform of American Education* □R-3574-NIE/RC□Santa Monica□ Calif.□Rand□1988□□34.

[33] Linda Darling-Hammond and Barnett Berry□*The Evolution of Teacher Policy* □JRE-01□Santa Monica□Calif.□Rand□1988□□2.

[34] Linda Darling-Hammond and Barnett Berry□*The Evolution of Teacher Policy* □JRE-01□Santa Monica□Calif.□Rand□1988□□4□11□15.

[35] Linda Darling-Hammond and Barnett Berry□*The Evolution of Teacher Policy* □JRE-01□Santa Monica□Calif.□Rand□1988□□18.

[36] Linda Darling-Hammond and Barnett Berry□*The Evolution of Teacher Policy* □JRE-01□Santa Monica□Calif.□Rand□1988□□23-30.

[37] Linda Darling-Hammond and Barnett Berry□*The Evolution of Teacher Policy* □JRE-01□Santa Monica□Calif.□Rand□1988□□31-36.

[38] Among these reports were□*A Nation Prepared□Teachers for the 21st Century* □New York□Carnegie Forum on Education and the Economy□1986□□*Tomorrow's Teachers* □East Lansing□Mich.□The Holmes Group□1986□□and *A Survey of State School Improvement Efforts* □Denver□Colo.□Education Commission of the States□1983□.

[39] Linda Darling-Hammond and Barnett Berry□*The Evolution of Teacher Policy* □JRE-01□Santa Monica□Calif.□Rand□1988□□5.

[40] Richard F. Elmore and Milbrey Wallin McLaughlin□*Steady Work□Policy□Practice□and the Reform of American Education* □R-3574-NIE/RC□Santa Monica□Calif.□Rand□1988□□41.

[41] Arthur E.Wise et al.□*Teacher Evaluation□A Study of Effective Practices* □R-3139-NIE□Santa Monica□Calif.□Rand□1984□□vi□22-23.

[42] Arthur E.Wise et al.□*Teacher Evaluation□A Study of Effective Practices* □R-3139-NIE□Santa Monica□Calif.□Rand□1984□□66-80.

[43] Timothy B.Clark and Marjorie Wachtel□"The Quiet Crisis Goes Public□" *Government Executive* □June 1988□□14ff□and U.S.Merit Systems Protection Board□*Working for the Federal Government□Job Satisfaction and Federal Employees* □report to the president and Congress□October 21□1987□.

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1967[illegible]·[illegible]Frederick C.Mosher[illegible]12[illegible][16]

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[illegible]20[illegible]·[illegible]Dean Acheson[illegible]“[illegible]……[illegible]bubble up[illegible]trickle down[illegible]” [40]

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[1] President’s Committee on Administrative Management[illegible]*Report*[illegible]Washington[illegible]D.C.[illegible]U.S.Government Printing Office[illegible]1937[illegible]5.

[2] [illegible]

[3] Daniel Patrick Moynihan[illegible]*Counting Our Blessings* [illegible]Boston[illegible]Atlantic/Little[illegible]Brown[illegible]1980[illegible]117-18.

[4] Norman J.Ornstein et al.[illegible]*Vital Statistics on Congress[illegible]1984-1985 Edition* [illegible]Washington[illegible]D.C.[illegible]American Enterprise Institute[illegible]1984[illegible]tables 5.2 and 5.5.

[5] Quoted in Daniel Patrick Moynihan[illegible]*Counting Our Blessings* [illegible]Boston[illegible]Atlantic/Little[illegible]Brown[illegible]1980[illegible]126.

[6] The effort is described in Richard P.Nathan[illegible]*The Plot That Failed[illegible]Nixon and the Administrative Presidency* [illegible]New York[illegible]John Wiley[illegible]1975[illegible].

[7] William M.Lunch，*The Nationalization of American Politics* （Berkeley，Calif.：University of California Press，1987），88.

[8] Terry M.Moe，“The Politicized Presidency，” in John E.Chubb and Paul E.Peterson，eds.，*The New Direction in American Politics* （Washington，D.C.：The Brookings Institution，1985），260；and Chester A.Newland，“Executive Office Policy Apparatus：Enforcing the Reagan Agenda，” in L.M.Salamon and M.S.Lund，eds.，*The Reagan Presidency and the Governing of America* （Washington，D.C.：Urban Institute Press，1984）.

[9] Peter M.Benda and Charles H.Levine，“Reagan and the Bureaucracy，” in Charles O.Jones，ed.，*The Reagan Legacy：Promise and Performance* （Chatham，N.J.：Chatham House，1988），107-8

[10] Dom Bonafede，“A White House Tilt，” *National Journal* （September 26，1981），1735；quoted in William M.Lunch，*The Nationalization of American Politics* （Berkeley，Calif.：University of California Press，1987），89.

[11] William M.Lunch，*The Nationalization of American Politics* （Berkeley，Calif.：University of California Press，1987），88.

[12] Laurence H.Silberman，“Toward Presidential Control of the State Department，” *Foreign Affairs* （Spring 1979），888-89.

[13] Hoover Commission，*Report on Organization of the Executive Branch of Government* （New York：McGraw-Hill，1949），1-30.

[14] Charles A.Bowsher，“Building Effective Public Management，” *Bureaucrat* 13（Winter，1984-85），26；and National Academy of Public Administration，*Revitalizing Federal Management：Managers and Their Overburdened Systems* （Washington，D.C.：NAPA，1983）.

[15] Quoted in Richard P.Nathan，*The Plot That Failed：Nixon and the Administrative Presidency* （New York：John Wiley，1975），52.

[16] Frederick C.Mosher，“Analytical Commentary，” in F.Mosher，ed.，*Governmental Reorganizations：Cases and Commentary* （Indianapolis，Ind.：Bobbs-Merrill，1967），514. Another good analysis of reorganization efforts is Peter Szanton，*Federal Reorganization：What Have We Learned？* （Chatham，N.J.：Chatham House，1981）.

[17] Patricia Rachal□*Federal Narcotics Enforcement□Reorganization and Reform* □Boston□Auburn House□1982□□55. See also James Q.Wilson□*The Investigators□Managing FBI and Narcotics Agents* □New York□Basic Books□1978□□183-89.

[18] □□□□□□□1968□□1976□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□1968□□□□1973□□□

[19] Perry McCoy Smith□*The Air Force Plans for Peace□1943-1945* □Baltimore□Md.□Johns Hopkins University Press□1970□□esp. chap. 9.

[20] I am grateful to Christopher Foreman for his careful analysis of the FAA issue in an unpublished memorandum. See also Emmette S.Redford□*Congress Passes the Federal Aviation Act of 1958* □Indianapolis□Ind.□Bobbs-Merrill [for the Inter-University Case Program]□1961□□and *Congressional Quarterly Weekly Report* □April 23□1988□□1104-5.

[21] Harold Seidman and Robert Gilmour□*Politics□Position□and Power* □4th ed.□New York□Oxford University Press□1986□□219. I attribute the quotation to Seidman alone because it appeared in earlier editions of this fine book of which Seidman was sole author.

[22] Basil J.F.Mott□*Anatomy of a Coordinating Council□Implications for Planning* □Pittsburgh□University of Pittsburgh Press□1968□.

[23] Basil J.F.Mott□*Anatomy of a Coordinating Council□Implications for Planning* □Pittsburgh□University of Pittsburgh Press□1968□□189.

[24] Basil J.F.Mott□*Anatomy of a Coordinating Council□Implications for Planning* □Pittsburgh□University of Pittsburgh Press□1968□□107-14.

[25] Roger B.Porter□*Presidential Decision Making□The Economic Policy Board* □Cambridge□Mass.□Cambridge University Press□1980□.

[26] Harold Seidman and Robert Gilmour□*Politics□Position□and Power* □4th ed.□New York□Oxford University Press□1986□□226.

[27] Herman Miles Somers□*Presidential Agency□The Office of War Mobilization and Reconversion* □Cambridge□Mass.□Harvard University Press□1950□.

[28] □□□□□□□□□□□□□·□□□□Sandra Panem□□□□□□□“□□□□□□□□□□□□”□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□*The AIDS Bureaucracy*□Cambridge□Mass.□Harvard University Press□1988□□137□□□“□□□□□□□□□□□□”□□□“□□□□□□□□□□□□□□”□□□□□□□□□□□□□

[29] Peter M.Benda and Charles H.Levine□“Reagan and the Bureaucracy□” in Charles O.Jones□ed.□*The Reagan Legacy□Promise and Performance*□Chatham□N.J.□Chatham House□1988□□114-20.

[30] National Security Act of 1947□as amended□50 U.S.Code 401□□sec. 101.

[31] President’s Special Review Board□*Report*□Washington□D.C.□February 26□1987□.

[32] President’s Special Review Board□*Report*□Washington□D.C.□February 26□1987□□pp.IV-1-IV-6.

[33] Martin Landau□“Redundancy□Rationality□and the Problem of Duplication and Overlap□” *Public Administration Review* 29□1969□□346-58. One of Landau’s students has taken an important step in trying to identify empirically the uses and limits of redundancy in government□Jonathan Bendor□*Parallel Systems□Redundancy in Government*□Berkeley□University of California Press□1985□. Another student has shown how independent agencies may coordinate their activities by informal arrangements rather than formal machinery□Donald Chisholm□*Coordination Without Hierarchy□Informal Structures in Multiorganizational Systems*□Berkeley□University of California Press□1989□.

[34] Richard M.Pious□*The American Presidency*□New York□Basic Books□1979□□232.

[35] 1971□□□□□□□□□□□□□□□□□□□□□1974□□□□□□“□□□□”□□

[36] These and other strategies are discussed in Richard M.Pious□*The American Presidency*□New York□Basic Books□1979□□232-35.

[37] □□□□·□□□□□□□□□□□□□□□□□□□□□□□□□□□□□□“A□”□□□□□□□□□□□“B□”□□□□□□□□□□□□□□□□□□□□□□ [38]

[38] Douglas Yates□*Bureaucratic Democracy* □Cambridge□Mass.□Harvard University Press□1982□□139-43.

[39] Martha Derthick□*Agency Under Stress□The Social Security Administration and American Government* □Washington□D.C.□Brookings Institution□forthcoming□□chap. 3.

[40] Dean Acheson□“Thoughts About Thought in High Places□” *New York Times Magazine* □11 October 1959□reprinted in Committee on Government Operations□U.S.Senate□*Organizing for National Security□Selected Materials* □86th Cong.□2d sess.□1960□□174.

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[1] Decatur v.Paulding□39 U.S.497□1840□□at 515-16.

[2] Citizens to Preserve Overton Park v.Volpe□401 U.S.402□1971□.

[3] Adams v.Richardson□480 F.2d 1159□1973□.

[4] Cf.Jeremy Rabkin□*Judicial Compulsions□How Public Law Distorts Public Policy* □New York□Basic Books□1989□□chap. 5□and Rabkin□"Office for Civil Rights□" in James Q.Wilson□ed.□*The Politics of Regulation* □New York□Basic Books□1980□□304-53.

[5] Frothingham v.Mellon□262 U.S.447□1923□.

[6] United States v.SCRAP□412 U.S.669□1973□□note the dissent of Justice White at 723.

[7] At the turn of the century□a standard text on administrative law put it this way□"The rule...is that in all matters that involve the exercise of discretion by a public officer no process of the court will go to control the exercise of that discretion." Bruce Wyman□*Principles of the Administrative Law Governing the Relations of Public Officers* □St.Paul□Minn.□Keefe-Davidson Co.□1903□□139□as quoted in Jeremy Rabkin□*Judicial Compulsions□How Public Law Distorts Public Policy* □New York□Basic Books□1989□□121.

[8] Flast v.Cohen□392 U.S.83□1968□.

[9] United States v.Richardson□418 U.S.166□1974□.

[10] Warth v.Seldin□422 U.S.490□1975□.

[11] Valley Forge Christian College v.Americans United for Separation of Church and State□454 U.S.464□1982□.

[12] R.Shep Melnick□*Regulation and the Courts* □Washington□D.C.□Brookings Institution□1983□□8.

[13] Sierra Club v.Ruckelshaus□344 F.Supp. 253□1972□□R.Shep Melnick□*Regulation and the Courts* □Washington□D.C.□Brookings Institution□1983□□chap. 4.

[14] Richard B.Stewart□"The Reformation of American Administrative Law□" *Harvard Law Review* 88□1975□□1667.

[15] Donald N.Jensen and Thomas M.Griffin□“The Legalization of State Educational Policymaking in California□” *Journal of Law and Education* 13 □1984□□32.

[16] Robert C.Wood□quoted in Harold Seidman and Robert Gilmour□*Politics□ Position□and Power* □4th ed.□New York□Oxford University Press□1986□□160-61.

[17] 60 *U.S.Statutes* 243. See also Graham K.Wilson□*The Politics of Safety and Health* □Oxford□Clarendon Press of the Oxford University Press□1985□□86.

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[12] General Accounting Office□*Can the United States Major Weapon Systems Acquisition Process Keep Pace with the Conventional Arms Threat Posed by the USSR□* Report GAO/PSAD/GP□May 27□1980□□56-57□as quoted in J.Ronald Fox□with James L.Field□□*The Defense Management Challenge□Weapons Acquisition* □Boston□Harvard Business School Press□1988□□162. The book by Fox is only the latest in a series of at least twelve major studies of weapons acquisitions procedures beginning in 1962. The analysis and conclusions of each are broadly similar. For a list of these studies□see J.Ronald Fox□with James L.Field□□*The Defense Management Challenge□Weapons Acquisition* □Boston□Harvard Business School Press□1988□□41.

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[15] J.Ronald Fox□with James L.Field□□*The Defense Management Challenge□Weapons Acquisition* □Boston□Harvard Business School Press□1988□□201.

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[25] [illegible] □5[illegible]2.5[illegible]——[illegible]

[26] [illegible]

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